United Nations DP/CCF/BDI/2

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.: General
24 July 2001
English
Original: French

Second regular session of 2001
10-14 September 2001, New York
Item 5 of the provisional agenda
Country cooperation frameworks and related matters

Second country cooperation framework for Burundi (2002-2004)

Contents

		Paragraphs	Page
	Introduction	1–2	2
I.	Development situation from a sustainable human development perspective	3–12	2
II.	Results and lessons of past cooperation	13–24	4
III.	Objectives, programme areas and expected results	25–32	6
	A. Strategic programme objectives	25–26	6
	B. Contents of the country cooperation framework	27–29	6
	C. Expected results	30–32	7
IV.	Management arrangements	33–38	8
Annex			
	Resource mobilization target table for Burundi (2002-2004)		10

01-46830 (E) 280801 280801

Introduction

1. This country cooperation framework (CCF) covers the period 2002-2004. It takes the Government's priorities into account, in particular, those presented at the Paris Conference for donors in December 2000. It is based on the current sustainable human development (SHD) situation in Burundi and UNDP priority intervention guidelines. The United Nations team had prepared a common country assessment for the year 2000, but, considering how the political situation has evolved since then, the agency heads concluded that it should be brought up to date before starting the preparation of the United Nations Development Assistance Framework (UNDAF).

2. However, in the absence of an updated common country assessment and a duly formulated UNDAF (Burundi was exempted from this exercise for the year 2001), the second CCF was drawn up with the broad involvement of United Nations system partners, bilateral organizations, the Government and civil society, which participated in the internal and independent programme reviews that took place between March and May 2001. The present CCF is intended to complement the programmes developed by the above-mentioned partners.

I. Development situation from a sustainable human development perspective

3. Burundi is one of the landlocked countries of the Great Lakes region. With an area of 27,834 square kilometres and an estimated population of just over 6.5 million, the country's population density exceeds 230 inhabitants per square kilometre. Almost 95 per cent of the population is rural and lives essentially from farming, with each household having on average a 0.7 hectare holding. Agriculture accounts for more than 50 per cent of gross domestic product (GDP).

4. The background to this country cooperation framework continues to be the crisis that has gripped Burundi since 1993. The signing of the Arusha Peace Agreement on 28 August 2000, aimed at peace and reconciliation, has helped bring about a gradual rapprochement between Burundi's political protagonists and has revived hope that non-threatening consensus-based institutions can be established and peace for all restored. A number of problems are contributing to the persistence of the crisis, including the absence of the rebel groups from the peace and reconciliation process and the failure to conclude a ceasefire. Nevertheless, direct talks with the belligerent groups have begun and a technical legal committee has just been set up to draft the laws provided for in the Agreement.

5. The crisis has meant continuing instability, new outbreaks of violence (entailing the presence of many armed men in the country), and an unravelling of the fabric of society — a process aggravated by ethnic and political antagonisms. In the midst of this instability, the country's government institutions are not in a position to play their proper role.

6. Capacity-building continues to be plagued by weaknesses in key institutions such as the National Assembly, civil society, the civil service and the judicial system. There is as yet little real participation by Burundi's people in running the country. Capacity-building also suffers from inadequacies in human resources,

owing to the dismantling of the civil service, and from the lack of instruments and tools for managing the economy.

7. The crisis has aggravated structural weaknesses in Burundi's economy that predate the crisis. Public investment has fallen considerably as the resources available have been allocated to civil service salaries, security expenditures and debt service payments. Foreign aid fell from $280 million in 1992 to $90 million in 1999, while the public debt has reached $1.4 billion, or 140 per cent of GDP. The primary sector, in which over 95 per cent of the population is engaged and which accounts for more than 50 per cent of GDP, has been weakened by population movements, weather fluctuations (droughts alternating with heavy rainfall), the lack of inputs and the drying up of aid.

8. Burundi's human development index (HDI) has declined steadily, from 0.341 in 1992 to 0.305 in 1998. Around 68 per cent of the population is living below the poverty line, and human poverty affects almost 50 per cent of the population. The situation is exacerbated by population movements within and outside the country, with some 1,200,000 displaced persons living precariously in extreme poverty.

9. Poverty is most conspicuous when it comes to basic education, health and employment and results from the destruction of school buildings, population movements, illiteracy, inaccessibility of health care and drinking water, the reduction of investments and paralysis of the private sector.

10. People's nutritional status in most of the country (centre and north) has been negatively affected by declining food production. The decline, which the recent report of a joint mission carried out by the United Nations Food and Agriculture Organization (FAO) and the World Food Programme (WFP) puts at 12 per cent, is the result of periodic drought, demographic pressure, soil depletion, scarcity of land, the absence of back-up structures, a lack of incentive and support policies (such as policies for farm product prices, savings and microcredit) and income poverty.

11. The challenge of the HIV/AIDS pandemic is an inextricable part of poverty-related problems in Burundi. Within the space of one decade, between 1989 and 2000, the seroprevalence rate in the adult population grew from 11 per cent to 20 per cent in towns and cities and from 0.7 per cent to 7 per cent in the countryside. Life expectancy at birth, which was projected to reach 62 years in 2010, will instead fall to 39 years because of the pandemic, with a devastating impact on the country's human capital.

12. Though women represent 52 per cent of the population, they do not have equitable access to national resources. Illiterate women still outnumber their male counterparts by 60 per cent; the enrolment rate for girls, including in primary school, is 13 per cent lower than the rate for boys; and total wages for women are only 75 per cent of the male total. Women occupy 14 per cent of seats in parliament, 2.5 per cent of executive and senior-level posts in the formal sector, and 25 per cent of technical posts. The gender-related human development index is an estimated 0.265, according to Burundi's *Sustainable human development report 1999*. Lastly, under customary law women are not allowed to own land. Some laws still contain provisions that discriminate against women while inheritance, marriage and other key areas continue to be governed by customary law. Women's status thus remains lower than men's.

II. Results and lessons of past cooperation

13. The first country cooperation framework covering the period 1998-2000 was approved in September 1998 against a backdrop of crisis. That first programme was carried out in an unusually difficult climate of insecurity and a freeze on development aid. Since 1993, to cope with the successive crises in Burundi, UNDP has had to continually readjust its programme of assistance and adapt it to the evolving situation, and to become more involved in supporting the peace process, all of which have entailed extending the CCF by a year.

14. The internal review of the country programme followed by the final programme review confirmed that the CCF's three thematic areas were relevant to the Government's priorities in respect of: (a) governance and economic management; (b) community development for poverty reduction; and (c) the environment and food security. The programme review also confirmed that the results achieved correspond to the interim objectives of the strategic results framework (1999-2003) developed in the spirit of the new vision of UNDP. As for the financial execution of the programme, the independent review mission confirmed that the execution rate exceeded 80 per cent.

15. Insofar as advocacy for sustainable human development (SHD) is concerned, training, information and awareness-raising activities resulted in the establishment of a national multidisciplinary think tank and a network of journalists on SHD serving as transfer and focal points for the various activities. Two national reports were written and published. The first one was an advocacy report on the SHD situation focusing on each of the main areas after five years of crisis; the second one, on the subject of poverty, mapped human and income poverty in the country.

16. UNDP also became involved in managing Burundi's crisis situation. When the various partners withdrew and made the resumption of cooperation conditional on a return to peace, UNDP advocated for assistance and support to Burundi, arguing particularly that a broader concept of humanitarianism would help consolidate the restoration of peace. The Programme's relentless advocacy on this subject at all major meetings contributed significantly to the holding of the Paris Conference of December 2000.

17. As a result of this advocacy, the partnerships that UNDP developed with certain donors have also helped to achieve common objectives. In addition to the Paris Conference, these include the World Bank's support for the process of drawing up a national economic growth and poverty-reduction strategy, support for capacity-building, direct assistance to grass-roots communities, and the contribution of bilateral partners to grass-roots development through the rehabilitation and reconstruction of socio-economic infrastructures and the strengthening of the court system.

18. These partnerships enabled UNDP to carry out resource mobilization during the CCF for 1998-2001 at two levels. For the Government's programme, commitments for about $440 million were obtained through the Paris Conference. For the CCF programmes, a budget of $41.5 million was raised, including close to $8 million provided by other partners.

19. Good governance was supported by creating forums for self-expression and dialogue at the local and central levels. At the local level, human rights were

promoted by revitalizing the traditional institution known as *Ubushingantahe* (grass-roots committees for conflict management), establishing *colline*-based committees for human rights, training 600 community workers and strengthening decentralized structures. In terms of central governance, achievements included support for the count system, an in-depth analysis of embezzlement in order to combat corruption, and the participation of women as observers in the Arusha peace process. Domestically, as part of involving women in the peace process, women's peace committees (*dushirehamwe*) were created in eight provinces, and over 280 women community leaders were trained.

20. CCF activities with respect to management of the economy produced satisfactory results. For example, support was provided to put tools in place for producing national accounts; a database on sustainable human development was set up; tools for the strategic running of the economy were improved, in particular, the macroeconomic forecasting model and programming software; a regional database was established; and tools for civil-service career management were put in place. Other important results not initially foreseen in the CCF should be pointed out: the University of Burundi was helped to gain access to new information and communication technologies (Internet), and the subregion's universities contributed to collective thinking about how to restore peace to the Great Lakes region. In respect of policy and strategy formulation, results include drafting an environmental code and formulating an overall national environmental strategy along with specific strategies for implementing the conventions on biodiversity and climate change; strengthening capacity for the planning and coordination of environmental measures; and establishing a geographic information system. However, with regard to training abroad, seminars and study trips, the lack of efficient planning for such activities resulted in scattered efforts that had very little impact.

21. With respect to strengthening capacity to reduce grass-roots poverty, some 500 groups and associations (more than half of them women's groups) carried out income-generating activities, and their back-up structures at provincial and communal level were strengthened. Local bodies received support for community health. Fifty primary schools, 40 health centres and 200 kilometres of the water supply system for more than 400 hydrants were rehabilitated or constructed with the help of the beneficiaries. This infrastructure is now serving some 600,000 people.

22. Institutional support was provided to the coordinating body of the National AIDS Programme and for the drafting of the national strategic AIDS plan for 1999-2003. Ongoing advocacy was carried out to rally Burundian society and create a supportive environment for combating the HIV/AIDS pandemic, though the impact of advocacy is difficult to measure in the short term. Community-based organizations were given back-up and organized into a collective. Other results that deserve mention under this heading include creating local partnerships for the fight against HIV/AIDS and launching innovative approaches to the care and support of persons living with HIV/AIDS.

23. Pilot activities were carried out for the development of drainage areas (including swamps), restoration of vegetation cover, and community management of forest resources, although their impact cannot be measured for the time being. Likewise, a system for integrating agriculture, forestry and livestock farming was promoted and tested on more than 700 family farms and has been adopted as a national agricultural approach.

24. Lessons learned from programme implementation were as follows: (a) the CCF's main areas and priorities were relevant but the impact of cooperation was limited by the continuing crisis and the inadequacy of additional resources because of the freeze on international aid; (b) CCF projects were implemented flexibly and were adapted to the context of crisis; (c) there is a need to refocus activities and develop synergy between intervention areas and with the programmes of other partners; (d) advocacy and cross-cutting themes (gender, HIV/AIDS and governance) need to be taken into account; (e) better use of expertise from the agencies would help strengthen national capacity for execution and reduce management costs; (f) the programme approach and national execution, both still in their initial stages, should be promoted and implemented gradually and carefully alongside other arrangements and modalities, such as direct execution and execution through non-governmental organizations (NGOs), the United Nations Volunteers programme (UNV), technical cooperation among developing countries (TCDC), transfer of knowledge through expatriate nationals (TOKTEN), and the United Nations Institute for Training and Research (UNITAR).

III. Objectives, programme areas and expected results

A. Strategic programme objectives

25. On the basis of the lessons learned from the previous CCF, the recommendations of the programme reviews and the orientations of the common country assessment, which is now being updated, activities for the second CCF will support the Government in achieving the poverty-reduction and good governance objectives that it has set for the transition period. In the area of poverty reduction, the Government's specific objectives are to: reduce the percentage of the population living below the poverty line from 68 per cent to 25 per cent by 2010; achieve universal schooling and basic health care for all by 2010; lower the infant mortality rate to 50 per 1,000 live births; ensure access to drinking water for 80 per cent of the population; reduce the illiteracy rate to 25 per cent; establish food security; and diversify sources of income while increasing incomes. In the area of good governance, the specific objectives are to enhance security for all, promote the rule of law, strengthen democratization, and promote transparent management of the economy.

26. With UNDP support aimed at reinforcing the Government's efforts in these two areas, the two priority themes for the CCF will be: combating poverty and HIV/AIDS; and democratic and economic governance. The implementation strategy will be to intervene at the level of policy dialogue, strategy formulation, advocacy, and re-engagement of the international community; and also through direct support aimed at strengthening the capacity of people, local structures and civil society to participate effectively in the reconciliation and reconstruction process.

B. Contents of the country cooperation framework

Combating poverty and HIV/AIDS

27. As requested, guidance and technical assistance will be provided to support the formulation of poverty-reduction policies and strategies, while support for their

adoption and dissemination will take the form of advocacy at all levels. These policies and strategies relate to the national strategic plan for growth and poverty reduction; the national framework programme for combating HIV/AIDS; the national food security policy, including a revised seed plan; national policies on microfinance and rural credit; environmental laws and the implementation of international conventions; the national strategy for reviving the associative and community development movement; the new information and communication technology strategy; and an in-depth analysis of the problems in higher education and promotion of the private sector. The HIV/AIDS, gender and human rights dimension will be mainstreamed in the major development policy agendas. Advocacy will be carried out for enhanced partnership in national action and for the effective coordination of activities, and efforts will be pursued to mobilize the resources needed to bring these tools into use.

28. Direct community support will have three subcomponents. In the first, access to basic social services, activities will focus on rehabilitating or constructing social and economic infrastructure as identified, planned and carried out with the involvement of the beneficiaries and with the support of local structures and civil society. The second subcomponent, access to the means of production and to production resources, will continue pilot activities for the development of drainage areas and swamps in order to increase productivity, preserve the environment, popularize techniques and technologies for achieving food security, and facilitate people's access to finance capital by promoting and strengthening rural credit and microfinance institutions. Under the third component, efforts will be made to organize the community sector to combat the scourge of HIV/AIDS effectively by developing community networks to reduce the spread of infection and provide care and support for those affected by the pandemic.

Democratic and economic governance

29. Upstream, support for the peace process and consolidation of the foundations for the proper management of affairs of State will take the following forms: strengthening the capacity of the National Assembly and civil society; drafting specific policies on the strategic running of the economy, decentralization, and the mobilization and coordination of aid; strengthening social cohesion while protecting human rights and ensuring effective participation by women; reviving the *Ubushingantahe* system; promoting civil society; and involving people and local structures in these efforts.

C. Expected results

30. With respect to policy dialogue and advocacy, the expected result will create is a supportive environment for poverty reduction through the establishment of appropriate policies and strategies, in particular: (a) a national strategic plan for growth and poverty reduction, along with specific implementation strategies for key sectors; (b) a thematic consultation on HIV/AIDS followed by a plan for monitoring resource mobilization for implementing the national framework programme; (c) a multidimensional national policy document on food security; (d) a national policy document on microfinance and rural credit, along with a national strategy for reviving the associative and community development movement; and (e) national

strategy documents on promoting the private sector and developing information and communication technologies with a view to globalization.

31. With respect to direct support for reducing poverty and combating HIV/AIDS, the expected outcome is that the most vulnerable populations — in particular women, displaced persons and repatriated persons — will have access to basic social services, including education, basic health care, drinking water and housing. Social and community infrastructure will be rehabilitated and/or constructed with the effective involvement of the population, local support structures and civil society. Access to the means and resources for production will be facilitated in order to establish food security and improve living conditions. This outcome will be achieved through a set of activities, the main ones being: the promotion and dissemination of appropriate agri-food techniques and technologies; the dissemination of the national agricultural popularization strategy; the promotion of associative organizations and groups with a view to community self-help and effective participation; and direct support for microfinance institutions in order to give rural people easier access to finance capital. Lastly, communities will be mobilized to combat HIV/AIDS through support to community-based organizations, networks of traditional practitioners, and community-based care and support for persons affected.

32. In terms of governance the expected results are as follows: enhanced capacity of the National Assembly to operate as the legislative and control organ of the State; the strengthening of civil society, in particular the media, and revival of the institution of *Ubushingantahe*; close follow-up of the Paris Conference and advocacy for the gradual resumption of development aid; the establishment of development policies and of tools for steering and managing the economy, along with a mechanism for ensuring managerial transparency and combating the embezzlement of available economic assets; a civil-service reform; decentralization and strategies for devolving responsibilities to the local level; the mainstreaming of the gender, HIV/AIDS and human rights dimension in national development policies; legislation and regulations for the advancement and participation of women; and strengthened government capacity at the central, provincial and local levels, in particular through the training of executives and officials.

IV. Management arrangements

33. Although the context is not fully conducive to the programme approach, in the sectors where this approach is applicable it will be introduced progressively as a coherent, participatory framework for integrating the planning and management process at all levels. During the second CCF, the national execution modality will be applied carefully and gradually. The national structure responsible for its implementation will be strengthened, and further information and training will be provided for all actors in order to internalize this execution modality. The specialized agencies of the United Nations system will occasionally be further called upon to participate, taking into account the need for expertise and the management costs.

34. Other programme implementation arrangements will also be used, including implementation through non-governmental organizations, volunteers and civil

society (particularly for grass-roots development) and through TOKTEN, TCDC and UNITAR in the area of capacity-building.

35. The issues of gender, HIV/AIDS and governance will be taken into account as cross-cutting themes by setting up through mechanisms that integrate them both upstream and downstream into the various programmes, with specific verification indicators.

36. To ensure that activities respond to the true needs of the beneficiaries and are efficiently implemented, a participatory approach will be used as far as possible in planning as well as carrying out and evaluating programmes. This approach will be used systematically for all grass-roots interventions.

37. In implementing the second CCF, UNDP will continue the dialogue on policies and support programmes with the Government. UNDP will also be developing a partnership with the private sector, which is expected to serve as a gateway for new economic alternatives in Burundi. Likewise, more emphasis will be given to relationships with civil-society organizations in the context of good governance in order to provide them with the support that they need for contributing effectively to mending the fabric of society and restoring confidence.

38. Through the CCF, UNDP will endeavour to integrate and harmonize its activities with those of the other partners, both bilateral and multilateral, so as to work in tandem in order to provide the appropriate aid, which the Government now needs more than ever. In the context of supporting the peace process, UNDP, also in collaboration with the other partners, will see to it that the CCF takes into account, as far as possible, other aspects of combating poverty reduction and promoting good governance which would result from positive progress in the negotiations between the parties concerned.

Annex

Resource mobilization target table for Burundi (2002-2004)

Source	Amount (In thousands of United States dollars)	Comments
UNDP regular resources		
Estimated carry-over	3 814	
TRAC 1.1.1	6 480	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3	100	
SPPD/STS	729	
Subtotal	**11 123**[a]	
UNDP other resources		
Government cost-sharing	-	
Third party cost-sharing	15 000	
Funds, trust funds and other	5 850	
	of which:	
GEF	500	
UNCDF	4 000	
UNIFEM	1 000	
UNV	350	
Subtotal	**20 850**	
Grand total	**31 973**[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.
Abbreviations: SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; UNCDF = United Nations Capital Development Fund; GEF = Global Environment Facility; UNIFEM = United Nations Development Fund for Women; UNV = United Nations Volunteers programme.